UNITED NATIONS DEVELOPMENT PROGRAMME

PROJECT DOCUMENT

[Rwanda]

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Project Title: Strengthening the Rule of Law in Rwanda: Justice, peace and security for the people

Project Number: 00110923;00112417;00112418;00112419;00112420; Award Number: 00112369

Implementing Partners: Ministry of Justice, Rwanda National Police, National Unity and Reconciliation Commission

Responsible parties: Rwanda Bar Association (RBA), Prison Fellowship RwandaStart Date: 01 October 2018 - End Date: 30 June 2023 - PAC Meeting date: 20/09/2018

Brief Description
The programme "Strengthening the Rule of Law in Rwanda: Justice, peace and security for the people" is in line with the National Strategy for Transformation (NST) focus on transformational governance as a key priority to achieve social and economic transformation by 2024. The Programme is developed in close collaboration with the Ministry of Justice, the Rwanda National Police, the Rwanda Corrections Services, the National Unity and Reconciliation Commission and Rwanda Bar Association. In the spirit of bridging the humanitarian-development nexus and attaining the goals of the Comprehensive Refugee Response Framework adopted by the Government of Rwanda in February 2018, UNDP and UNHCR are engaged in a joint collaboration across several sectors, and will work closely on the inclusion of refugees in this programme document. The programme attempts to address the prevailing gaps in providing access to quality justice, sustaining peace and security for all, particularly women and other vulnerable groups as well as in fulfilling human rights commitments. In line with the SDGs principle of Leaving No One Behind, marginalised and vulnerable groups including people with disability, inmates, refugees and GBV victims will be at the centre of policy actions. Overall, the Programme will pursue strategic initiatives to strengthen the ability of selected justice and human rights institutions to provide effective and accountable public service delivery in the Justice, Reconciliation, Law and Order sector. It is expected to improve access of communities, particularly women and other vulnerable groups, to quality justice, peace, security and human rights protection mechanisms. Targeted interventions will address capacity gaps in access to justice, focusing on reducing time spent on judicial cases and as well as associated transaction costs by using modern technologies. Support will rest on a supply and demand equation that combines enhanced service delivery by resilient justice, human rights, peace and security institutions with the public's ability to access such services and hold duty-bearers to account. By increasing public confidence in the sector, support is designed to be catalytic, strengthening state - society relations and creating an enabling environment for development. The programme will support the government to prepare a criminal justice policy that will properly ensure promotion of the rule of law and order but also and, among other things, address the issues of overcrowding in prisons. Importantly, the programme will focus on bringing about normative change, not only by strengthening internal accountability and oversight mechanisms and by enhancing performance management, but also by empowering civil society actors to actively monitor the performance of justice and security institutions and to ensure proper interest representation and feedback. Independent research in justice, human rights, peace and crime prevention will provide credible data that will inform planning and serve as a basis for policy discussions by relevant stakeholders. Interventions are informed by a coherent theory of change, building on the lessons learned from the previous access to justice programme (2013-2018) and the Independent Country Programme Evaluation (2018).

Capitalising on the comparative advantages of each of the implementing agencies, activities have been carefully designed to achieve outputs and contribute to outcome level change that impacts the lives of ordinary people in Rwanda and engenders systemic resilience and sustainable human development. Innovative initiatives will include the use of ICT in monitoring human rights (UPR) and opportunities will be sought throughout the programme implementation to promote evidence based policy making through research and policy dialogue.

Contributing **UNDAP/CPD outcome 5:** By 2023, people in Rwanda benefit from enhanced gender equality, justice, human rights, peace and security Indicative Output(s): ✓ **Output 1.** Public institutions and legal aid providers have enhanced capacity to increase equitable access to quality justice whilst ensuring that human rights commitments are fulfilled. ✓ **Output 2.** NURC, RNP and CSOs have strengthened capacity to develop and implement evidence-based mechanisms and programmes that promote social cohesion, peace, safety and security ✓ **Output 3:** The role of Women in selected justice institutions strengthened ✓ **Output 4:** Project management and oversight improved	**Total Available Resources (UNDP Core Resources)** **USD 3,501,405**

Agreed by (signatures):

Ministry of Finance and Economic Planning	United Nations Development Programme (UNDP)	Implementing Partner Ministry of Justice
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I. DEVELOPMENT CHALLENGE

1.1. Country context:

Over the last two decades, Rwanda spearheaded governance reforms to consolidate peace, build strong and accountable public institutions and create a safe, stable environment conducive to investment and growth. Such reforms have contributed to the country's impressive social and economic growth as witnessed by different national and global performance indicators. The 2018 Gallup Global Law and Order Report ranked Rwanda as the second safest place in Africa, [1] and security performance indicators have been the highest in the Rwanda Governance Scorecard for the last four consecutive editions.[2] The Global Competitiveness Index Report 2017/2018 released by the World Economic Forum ranked Rwanda among the first globally with regards to judicial independence and the Rwanda justice sector's Integrated Electronic Case Management System (IECMS) received the Top Ten Tech Solutions Award in 2017. These and other improvements in good governance, safety and security, zero tolerance for corruption and judiciary reforms contributed to poverty reduction gains recorded under the first and second Economic Development and Poverty Reduction Strategies. Rwanda is ranked by the World Bank as the 2nd easiest place to do business in Africa and 1st in mainland Africa and East Africa.[3]

The implementation of the new National Strategy for Transformation (NST1) will rely heavily on stronger governance institutions that put people at the centre of development processes. Strengthening the judicial system, fostering unity and reconciliation, promoting human rights and civil liberties and eliminating corruption and all forms of violence will remain key priorities to achieve the NST targets and the "Rwanda We Want" envisioned in Rwanda's vision 2050 and the Sustainable Development Goals.

However, despite the progress described above, many areas of rule of law still face challenges that if not addressed will impede development efforts and negatively impact the achievement of the NST goals. The following key areas need special attention:

1.1.1. Gender and Human Rights promotion

The Government of Rwanda has ratified most regional and international conventions, treaties and declaration on gender equality and the empowerment of women including the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW), the Universal Declaration of Human Rights (UDHR), the UN Security Council Resolution 1325, Beijing Declaration and Platform of Action (BPfA), African Charter on Human and Women's Rights and Maputo Declaration, and the ICGLR pact on peace, stability and development. Nonetheless, there are still areas of deficit that require special attention. The National Gender Status report (2018) indicates that Gender Based Violence (GBV) is a key issue affecting gender equality progress. For example, the Rwanda Demographic Health Survey (RDHS) 2014/15 revealed that 14% of women reported being victims of physical violence within one year preceding the survey. Similarly, sexual and gender based violence

[1] Gallup Global Law and Order Report, 2018
[2] The Rwanda Governance Scorecards were published in 2010, 2012,2014 and 2016
[3] 2018 World Bank Doing Business Report

(SGBV) prevalence rates are high, with average annual cases reaching 8000.[4] However, SGBV is often not reported, and victims do not receive legal or other assistance.

Data from the Rwanda Bar Association (RBA) indicates that of a total of 9403 people that received legal aid from 2013 to 2017, only 1154 (12%) were women. This shows a huge gap between the access to legal aid services by women and men, and calls for urgent action to bridge the gaps. In addition, the number of GBV victims that report to the Police is estimated to represent only 7 per cent of the cases because many women still fear retaliation from the abusers and there remains some level of stigma attached to women and girls who have been victims of violence. Late reporting of cases due to distance and hesitation to report also impacts on the ability to obtain forensic evidence. Data on Violence against Women and Girls (VAWG), including domestic violence, is difficult to obtain. Moreover, there is limited legal support and long-term rehabilitation of violence victims who seek support at one-stop centres.[5] Furthermore, according to the recent Violence against Children and Youth Survey (VACYS), of the females aged between 18 and 24 who experienced sexual violence: 55.7% told someone about what happened, 34.6% knew where to access services, and very few sought help and received service - only 1 in 5 girls who experienced sexual violence received services.

The data above point to the need for continued and coordinated efforts within the UN and with national partners to address these issues of sexual and gender based violence which prevent millions of girls and women from living fullfiling and dignified lives free from violence and discrimination.

As disclosed by the Justice Sector Gender audit in 2015, there is a notable sex and gender imbalance in the leadership within the whole justice sector. The audit revealed many gaps in terms of the 3Ps: people, papers and processes. However, while these gaps have been considered in the justice Sector Strategic Plan (2018-2024), so far there are no tangible initiatives focusing on covering the identified gaps. The audit also revealed that out of 1100 advocates that compose the Rwanda Bar Association, only 25% are women.[6] Among the reasons for limited participation of women in the Bar Association is limited capacities to sustain their profession which result in quitting the advocates business. Women lawyers capacities in public speaking is still limited and their advocacy capacity is also still low.

Rwanda has ratified nine out of ten international human rights instruments and successfully participated in the 2011 and 2015 Universal Periodic Review (UPR) which resulted in the adoption of 50 new recommendations.[7] Two years before the next UPR review (November 2020), only 68% of the UPR recommendations are so far implemented (situation as of 2017). The National Treaty Body Task Force and other stakeholders still lack technical and financial capacity to collect reliable and timely data to monitor and report of UPR implementation. In addition, there is no systematic approach to collecting data on UPR implementation which could allow continuous monitoring of UPR recommendations implementation. Furthermore, most people are unaware of their rights and this make it even more difficult to assess the implementation of UPR recommendations. Independent research and policy dialogue on human rights also remain an area that need more engagement, to avail independent data but also prepare the ground for policy discussion.

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[4] Common Coubtry Assessment (CCA) 2017

[5] UNDP Country Programme Document (CPD)

[6] MINIJUST: Gender Audit in Justice, Reconciliation, Law and Order Sector (JRLOS), 2015

7 Universal Periodic Review for Rwanda, 2015

The recently adopted national human rights action plan, if duly implemented, provides a good starting point for domestication of gender and human rights treaties, conventions and declarations. But outside of government, the capacities of non-governmental organizations to assess, monitor and report on gender and human rights treaties, conventions and declarations are limited. There is also scope for stronger collaboration with other development partners on the human rights agenda, in particular the kingdom of the Netherlands, USAID, EU and Switzerland.

1.1.2. Inadequate access to justice for all

Continuous governance reforms have contributed to a noticeable increase in many justice and rule of law indicators. For example, the Rule of Law was ranked as the second least performing indicator of the 2010 Rwanda Governance Scorecard (Rule of Law scored only 67.71%[8]), but the score increased to 79.68%[9] in 2016 and across the different indicators, justice related indicators were among the highest scoring indicators. Furthermore, access to legal aid increased from 42% in 2010 to 64.40% in 2016 while the overall score for Access to Justice is 76.48%. Service delivery in the Justice Sector scored 65.87% in 2010 and improved by almost 10 percentage points in six years reaching 75.75% in 2016.[10]

Despite this performance, the level of citizen satisfaction with the time taken to deliver justice from the case lodging to the verdict was at 56.4% (CSDB 2015) while access to Legal Aid scored 64.4% (CSDB 2015). Moreover, only 45.5% of citizens were satisfied with the economic costs of justice in courts (CSDB 2015).

Studies suggest that a number of obstacles continue to hinder more rapid progress in the justice sector. If these obstacles are not addressed, they could jeopardise the achievements that have been recorded over the last two decades and also affect progress towards the National Strategy for Transformation (NST) and Agenda 2030 targets.

From the various analyses done, the following are identified as some of the key challenges preventing people in Rwanda from enjoying higher levels of access to justice. The analysis points in particular to challenges faced by the most vulnerable, including poor inmates, GBV victims, refugees and people with disability.

1) Inadequate access to legal aid and legal services

Despite encouraging progress, it is important to note that access to legal aid is still a fundamental problem. The economic cost of justice services in courts is challenging for most people who cannot afford to pay for the recently raises fees for lodging a case in courts. While a legal aid policy was adopted in 2014 to increase access to justice, many, especially poor and rural citizens, are underserved and citizen satisfaction with access to legal aid remains low at 64.4 per cent.[11]

A close analysis of legal aid services suggests that females are more willing to report their cases to non-judicial and closer structures as compared to men. For instance, males represent 74.8% of the total number of indigent individuals assisted by courts, Rwanda National Police (RNP) and National Public Prosecution Authority (NPPA) in 2016-2017. Females accounted for only 25.2% of cases. This

8 RGB, Rwanda Governance Scorecard 2010
9 RGB, Rwanda governance Scorecard 2016
10 Rwanda Governance Scorecard 2016
11 Rwanda Governance Scorecard, 2016

situation denotes low confidence among women to seek justice through the formal mechanisms. Moreover, there is an imbalance between access to legal aid services between rural and urban residents.[12] Similarly, inmates, especially poor inmates, do not have access to legal advice and representation. They lack information on their legal rights and available legal aid services, and limited freedom of movement restricts their access to available legal aid mechanisms.

Rwanda is also hosting some 150,000 refugees and asylum seekers who also need legal aid and representation. In 2017-2018, UNHCR in partnership with Legal Aid Forum identified and supported 415 cases of refugees needing legal aid or representation across the country.

2) Time, distance and cost to access justice system

Most justice seekers currently spend lengthy periods of time waiting for their cases to be resolved – in some cases four or more months. Further, data indicate that there is a high case backlog rate of 79% as of 2017. Until recently, most persons petitioning for justice also had to physically commute to courts and justice instituions. This can be particularly burdensome for the poor and for those who have to travel long distances and incur high costs to get to the courts and justice institutions.

With UNDP support, the Government of Rwanda has rolled out the Integrated Electronic Case Management System (IECMS) for the justice sector. This is a unique IT based justice delivery platform that aims to improve access to justice and address many of the challenges outlined above. While the system was launched in 2016 and has helped change the landscape of justice delivery in Rwanda (all criminal cases are currently filed using the IECMS), the system still needs to be fully operationalized and used by all concerned institutions. In particular, there is a need to enhance the capacity of users - both the general public and justice sector staff- and to develop additional modules to make the system inclusive of all duty holders within the judiciary system (from investigation departments to court orders enforcement).

Secondly, while the IECMS is a very useful system for the justice sector, it is yet to cover the whole country and the system is only run in English which limits its use and threatens to leave some people behind, especially those in remote rural areas and women who are, most of the time, bound with household chores and motherhood responsibilities. Refugees who are often living in remote camps are also generally excluded. As such, there is a need for further investments in expanding the coverage of the system as well as translating it into Kinyarwanda. There is also need for public outreach and awareness raising particularly targeting remote and marginalised groups. In addition, only half of the IECMS users were trained by end of June 2018. This calls for more investment in capacity building of the users of the new system, including the newly established Rwanda Investigation Bureau (RIB) and the professional and non-fessional bailiffs for whom a new IECMS module has been added,

With these investments the IECMS can become an even more effective tool, bringing justice closer to the people, reducing costs, distance and time, especially for the poor, remote and vulnerable. The system, as already demonstrated since its inception, also holds huge potential to further reduce the high rate of case backlogs.

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12 Gender Equality Status Report of Rwanda

12 Ministry of Justice, Justice Sector Strategic Plan, 2018-2024

3) Low awareness of legal rights and justice services

Various studies confirm that there is limited awareness of legal services such as legal aid, especially among the vulnerable groups that the services target. Awareness of legal and human rights is also low among many sections of the population including refugees.

A survey on paralegal services stated that most people find it difficult to locate clear and simple information about laws, rights and procedures, and noted that there are numerous economic and social barriers standing in the way of access to legal advice and representation in courts. Another study on user perception in the JRLOS confirmed that among people who asked for legal advice only 19.6% of them sought it from competent persons. Most people relied on advice from friends or relatives who, in many cases, did not have any legal background. The same study highlighted (a) the distance covered by people who asked for legal advice and (b) the costs of legal representation as two contributing factors to the limited access to justice for vulnerable people.

In addition, findings from RDHS 2014/15 indicate that 41% of women versus 18% of men believe that wife beating is justified for some reasons such as neglecting the children and refusing to have sexual intercourse with the husband. These persons are often unaware of the laws and rights relating to domestic violence, and many women do not believe that the justice system would respond to their claims. While domestic violence is mainly experienced by women, there are also some men facing GBV. These men tend to be shy to disclose GBV due to gender socio-cultural norms and the the fear of stigma and discrimation.

The lack of awareness is even greater for people with disability such as the deaf and the blind who have more limited access to information.

4) Inadequate detention conditions for inmates

With 54,185 inmates,[13]Rwanda's 14 prisons have surpassed their planned capacity. Prison management continues to be a challenge with the increasing numbers of inmates and overcrowding above international standards. There is no crime categorization of prisoners, suspects are detained with convicts and recidivism rates are rising. Rwanda's prisons fall below the UN standard minimum rules for the treatment of prisoners (SMR). A new criminal policy is needed to provide, among other things, alternative measures to imprisonment which will facilitate correction, rehabilitation and reintegration while resolving the economically burdensome overcrowding in prisons and providing offenders a more dignified life with full respect for their human rights.

1.1.3. *New and emerging crimes*

Crime affects society in many ways, sometimes impacting people's right to life and property, and othertimes serving as a disincentive to investment. In addition to petty crimes, there are other more serious crimes such as drug trafficking, assault and battery, housebreaking and theft, child defilement, theft without violence and harassment of spouse which occur at high frequency. In addition to this list of crimes, there is a problem of emerging crimes such as cyber crime and human trafficking which need more focus by both Police and citizens.

Corruption, drug trafficking, drug use, cybercrime and gender based crimes are a threat to the economy, national security and to Rwandans' way of life.[14] The most victimized groups are often women who are victims of violence and the youth who are engaged in drug use and trafficking.

For the last ten years or more, UNDP has partnered with the Rwanda National Police, other justice institutons and community organisations to tackle crime and ensure rule of law. One key area of support has been capacity building of community policing committees (CPC) and police officers to equip them with skills in fighting and preventing crimes. The partnership has yielded good resultsas seen, for example , in the increase in the number of citizens reporting criminal activities- in 2013 there were 15,207 reported cases against 22,098 reported cases in 2017 (CID Reports). Various studies point to increasing levels of citizen satisfaction and trust in their security services, which was reported at 91.6% in 2017 (CRC 2017). Citizens also report increasingly higher levels of satisfaction with Personal and Property Safety which increased to 89.20% in 2017 from 86.26% in 2010 (RGS). Increased trust and collaboration between citizens and police is vital to tackling both existing and emerging crimes. The Community Policing initiative has helped restore trust between the police and the community, leading to an increase in the number of crime cases reported to the police.

Despite the substantial progress in crime reporting by the community to the Police, and the improved community-police relationship, challenges remain. Notably, there is scope to continue strengthening the capacity of Community Policing Committees. To date, only 30,582 out of 78,481 CPC members have been trained on how to fight and prevent crimes, and on how to manage and handle conflicts.

Capacity to tackle gender-based crimes also needs to be strengthened. The 2015 gender audit in the justice sector revealed that some Police officers are unfamiliar with national, international and regional instruments and laws on gender equality, women empowerment, and gender-based crimes.[15] This limits the ability of both male and female police officers to fight Violence against Women and Girls in peace support operations and home settings.

While past UNDP supported programmes have contributed to crime prevention and reduction, there has been little investment in building capacity to address emerging crimes, particularly cybercrimes and human trafficking. Moreover, as time goes by new types of crimes will appear. Hence, there is a need to create and continue building strong policing systems to preserve community and national safety and security.

1.1.4. Reconciliation and social cohesion

Outside of access to justice and rule of law, Rwanda, given its history, must also address other key issues of governance related to reconciliation and social cohesion.

In post-genocide Rwanda, the Government of National Unity was faced with the task of rebuilding a nation. This involved establishing national identity, unity and security in a volatile region; and

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[14] The 2018 Justice, Reconciliation, Law and Order Sector Peer Review Retreat made the following recommendation *"Corruption, drug trafficking, drug use, cybercrime and gender based crimes are a threat to the economy, national security and to Rwandans' way of life"*. The retreat recommended that "they must be prevented, repressed and punished with the aim of eradicating them".

[15] MINIJUST, Gender Audit 2018

rebuilding the economy's infrastructure, its agriculture, trade and business and social service systems. Through formal and informal strategies, the National Unity and Reconciliation Commission has achieved remarkable progress in unity and reconciliation as revealed by different research findings such as the Rwanda Reconciliation Barometer (RRB 2010 & 2015) supported by UNDP. The findings indicate that the status of reconciliation in Rwanda is at 92.5% (2015), representing impressive improvement from 83.57% in 2010 (RGS 2010). Reconciliation is vital for social cohesion which, in turn, is key for stability and social and economic development.

UNDP has been supporting the National Unity and Reconciliation Commission and a range of non-governmental and community-based organisations to foster unity, reconciliation and social cohesion. The current program assists people to deal with the severe consequences of the genocide against the Tutsi on their daily lives and wellbeing and contributes to sustainable processes of reconciliation within communities. Through community dialogue sessions people learn to discuss themes related to the impact of the genocide. This contributes to internal healing processes as well as social cohesion at community level. However, unity and reconciliation are more attainable when accompanied by social healing programs which increase psychosocial well-being (including peace of mind and dignity), interpersonal reconciliation and social cohesion among people.

However, despite the commendable progress made with respect to post-genocide reconciliation and social cohesion, some post genocide challenges still persist and impinge on further progress towards national unity and reconciliation. For example, 27.9% of citizens still face ethnic-based stereotypes, and 25.8% of citizens believe that Genocide Ideology persists. In addition, 4.6% of citizens believe that the wounds resulting from the divisive past and the Genocide are not yet fully healed (Rwanda Reconciliation Barometer 2015).

There **is still a residual post-genocide effect.** The Reconciliation Barometer (2016) reports that 27.9% of citizens still expressed ethnic based stereotypes. The 2016 *barometer* results also show that 25.8% of citizens stressed that there are Rwandans who still sow divisions and genocide ideology in others.

One of the biggest challenges left by the 1994 genocide against the Tutsi is a large number of ex-genocide prisoners, estimated at 120,000. A study on "socio-reintegration of ex-genocide prisoners in Rwanda: success and challenges" has revealed that only 60% of ex-genocide prisoners felt being fully reintegrated in their families and the community. Twenty-four years after the genocide against the Tutsi in Rwanda, many genocide convicts are approaching the end of their sentences. Many of them were sentenced to 25 - 35 years of imprisonment and are now preparing for release and reintegration into the society. However, this process needs a thorough and early preparation to ensure they are able to fit into and adjust to the community after the long time they spent confined, during which many changes took place in their families and communities. Further, about 15,408 inmates are currently scheduled to be released after completing their sentences between 2018 and 2020 (RCS 2018) while their communities of origin still have unhealed wounds and grievances against them and are not ready to support their reintegration. If the reintegration of former prisoners is not well prepared, it might exacerbate community tensions which can lead to renewed conflicts among community members. There is therefore an urgent need to psychologically prepare the community members, especially genocide survivors, genocide perpetrators convicted of genocide crimes and their families.

Outside of these ex-genocide prisoners, there are issues with the regular prison population as well. A study conducted by Prison Fellowship Rwanda in 2017 on 757 inmates from 4 prisons, including 44 women, 550 men and 163 children showed that 50.7% of them had a certain type of mental illness. At least 30 % were suffering from depression, 14.5 % traumatism, 7.8 % extreme anxiety, while 9.9 % had asexual disorder. The study focused on restorative justice and psychological processes in fostering unity and reconciliation. The assessment targeted genocide perpetrators in prisons, their families, ex-prisoners and survivors of the genocide. The study recommended a series of measures to ensure the proper treatment of prisoners and preparation for their eventual release and reintegration in the community. It was also noted that these prisoners generally also have limited opportunity to interact with the people they offended.

II. STRATEGY

The proposed programme responds to the aforementioned development challenges and incorporates lessons learned from the previous access to justice programme evaluation and the Independent Country Programme Evaluation of the 2013-2018 CPD. It also responds to the priorities of the justice, reconciliation, law and order sector, as outlined in Rwanda's Development Vision 2020, the National Strategy for Transformation (NST), Agenda 2030 for sustainable development, and the African Union agenda 2063. The strategy is also fully anchored on the JRLOS Strategic Plan 2018-2024.

UNDP's specific niche lies globally in improving the performance of justice and related systems, facilitating human rights-focused and gender sensitive policy dialogue on justice sector reforms, and strengthening access to justice mechanisms that result in better protection and fulfilment of human rights obligations as ingredients for social and economic transformation.

The programme is consistent with the UNDP's strong commitment to the SDG agenda, in particular SDGs 5, 10 and 16 which are dedicated to the promotion of gender equality and empowerment of women, reducing inequalities and promoting peaceful and inclusive societies for sustainable development, the provision of access to justice for all, and building effective, accountable institutions at all levels.

This programme builds on several years of active engagement with government and civil society stakeholders that have shaped UNDP interventions in the country. UNDP Rwanda is uniquely recognized for the relevance of the previous programmes to the post-genocide Rwandan context and the policy direction of the GoR. The quest for justice, peace and reconciliation, respect for human rights and gender equality are all relevant to the policy of the GoR and to the aspirations of the people who learned significant lessons from the 1994 genocide.[16]

The previous One UN Joint Programme on Promoting Access to Justice, Human Rights and Peace Consolidation (July 2013-June 2018), laid important foundations for the current programme. The previous was implemented in partnership with the Ministry of Justice, the Rwanda National Police, the National Commission for Human Rights, the National Unity and Reconciliation Commission, the Supreme Court, the National Prosecution Authority, the Rwanda Law Reform Commission and CSOs. The programme aimed at bringing justice closer to the people, while upholding the principles of human rights and fostering peace, unity and reconciliation in Rwanda. Throughout the implementation of the programme, UNDP strengthened its position as a trusted partner in the

16Independent Country Programme Evaluation (ICPE), Rwanda, 2017

Justice, Reconciliation, law and Order Sector (JRLOS). Through its strong relationship with the Government, UNDP Rwanda established a solid foundation for assisting the country in promoting values that support equitable justice while promoting human rights and development for all. This relationship of trust was essential in navigating policy discussions on sensitive issues among policymakers, such as on human rights principles and the establishment of appropriate policies.

Against this background, the current programme has been designed to reflect the main findings, lessons learned and recommendations from the terminal evaluation of the "Promoting Access to Justice, Human Rights and Peace programme" (November/December 2017) and the Independent Country Programme Evaluation (ICPE) conducted in 2017. The programme has further been designed to reflect the findings of the extensive consultations conducted from UNDP Programme stakeholder consultations in September/October 2017 and February-May 2018, informal initial preparatory consultations between UNDP and key partners in the beginning of 2017 and more than 30 targeted individual consultations with partners and stakeholders in January-May 2018. The strategy is also guided by the findings from the Common Country Assessment (CCA), and the JRLOS Backward looking and Forward-Looking reports and the JRLOS Sector Strategic Plan (2018-2024). Finally, in line with the SDGs and Comprehensive Refugee Response Framework, UNDP's programme also aims to be inclusive of refugees in certain key areas.

The programme is expected to contribute to the achievement of the following strategic objectives:

- Strengthened effective, inclusive and accountable governance (UNDP Strategic Plan Signature solution 2)
- Capacities, functions and financing of rule of law and national human rights institutions and systems strengthened to expand access to justice and combat discrimination, with a focus on women, refugees and other marginalised groups (UNDP Strategic Plan Output 2.2.3)
- Strengthened Justice, Law and Order (National Strategy for Transformation (NST), priority 4)
- By 2023, people in Rwanda benefit from enhanced gender equality, justice, human rights, peace and security (Outcome 5 of UNDAP II, 2018-2013)
- Public institutions and legal aid providers have enhanced capacity to increase equitable access to quality justice whilst ensuring that human rights commitments are fulfilled (UNDP CPD 2018-2013, Output 3.1).
- NURC, RNP and CSOs have strengthened capacity to develop and implement evidence-based mechanisms and programmes that promote social cohesion, peace, safety and security (UNDP CPD 2018-2013, Output 3.2).

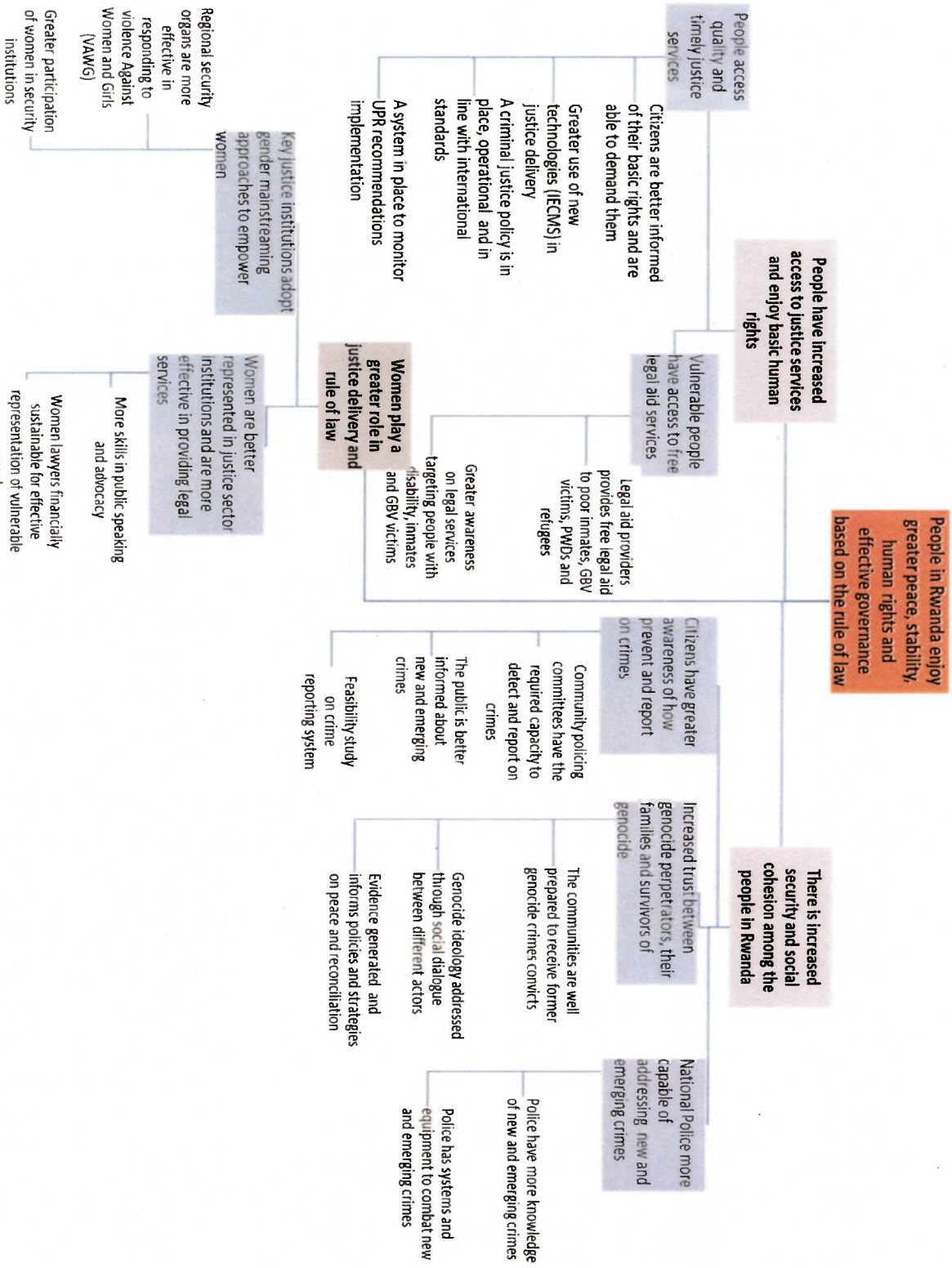
Overall, the intervention is designed to pursue strategic initiatives to strengthen the ability of selected institutions to provide effective, accountable and equitable public service delivery in justice, peace, security and human rights. It also aims to improve access to justice by people, particularly women and groups at risk of being left behind, such as refugees, remote rural populations and people with disability. Strengthening national unity and social cohesion remains a central objective of the programme.

2.2 The Theory of Change

The programme's theory of change is based on the assumption that the two-pronged investments in (a) strengthening the institutional capacity of duty bearers (institutions responsible for providing justice, rule or law services and upholding citizen's rights), and (b) enhancing awareness and capacity of rights holders (community members) to claim their rights, will enhance access to quality justice services while promoting greater peace, security and respect for human rights.

- To achieve increased access to justice for all, the programme will address the issues of inadequate access to legal aid by partnering with the Rwanda Bar Association to provide legal aid services to needy inmates, people with disability and GBV victims. Similarly, the programme will strengthen the capacity of women lawyers to enhance the quality and coverage of legal aid services they provide to GBV victims.
- The programme will enhance capacities of justice sector personnel using the integrated electronic case management system in their daily work for improved service delivery in the delivery of justice. The Programme will also raise awareness on the available IECMS services for the population to fully benefit from the available services. These investments are expected to help reduce the time and cost for people to access justice services, and also reduce the high case backlog in the courts.
- Promoting and protecting human rights is critical, and UNDP will support the country to monitor, implement and report on the UPR recommendations, with a view to ensuring that Rwanda achieves all recommendations by the next review in 2019. The programme will support The State effforts to implement and report on UPR recommendations before and after the 2019 UPR review.
- The proposed programme will continue a good practice from the previous Access to Justice Programme, in particular adopting a cascading approach to the capacity building of community policing committee (CPC) members. This has proven highly effective in reaching the very large number of CPCs. The programme will partner with RNP to design and implement community policing activities targeting local communities and groups that are at higher risk of engaging in crimes (youth, sex workers, transporters, motor riders, etc.) The support to the KICD will further enhance the role played by women in fighting GBV crimes at regional level.
- To address social cohesion related challenges including persisting genocide ideology, ethnic based stereotypes, and social healing with prisoners, their families and survivors of the genocide, the programme will partner with NURC and Prison Fellowship to design and implement social healing initiatives that pave the way to harmonious reintegration of former prisoners convicted of genocide crimes.
- Evidence based research will be supported to avail independent and reliable data to monitor progress and contribute to policy discussion in the areas of access to justice, human rights, peace and security.
- At policy level, the programme will support the preparation of a criminal justice policy to provide a regulatory and policy framework for correction and reintegration. This is intended to properly ensure promotion the rule of law and order but alsoreduce overcrowding in prisons and the number of, and conditions affecting the prison population in line with international standards.

The following figure shows how the Theory of Change has been designed :



2.3. Guiding Principles

To achieve the planned outputs and in line with the proposed approach of the UNDP Rwanda Democratic governance programme, the Project will apply the following guiding principles:

Stronger inclusive national ownership

The Project will make sure that an inclusive process which involves both state and non-state actors in identifying priorities and developing national strategies is followed from the inception phase until the end of the intervention. National perspectives will be reflected throughout the implementation and activities will be linked to the country's national development plans, policies and regulations of the justice, reconciliation, law and order sector. The Project will, to a large extent, rely on national expertise and capacities for the implementation of the interventions so that Rwandan stakeholders are empowered to take charge of their own development. This will also contribute to greater sustainability of results.

Strong partnership between government and civil society

Partnership with civil society will be a critical cross-cutting issue across the two main outputs. Platforms for civic engagement will be continuously built to better support public participation in national decision-making processes and contribute to shape debate and policy on justice, reconciliation, peace and human rights issues and ultimately inform and guide policy-making at the central level. Increasing reporting, monitoring and advocacy for change at every level will ensure that information generated through this work is fed into national level policy formulation, particularly in the access to justice and human rights sector. Bottom-up reporting enhancements will work in tandem with greater top-down monitoring to increase both the demand for and supply of accountable and responsive justice and human rights services.

One UN approach to women's rights, women's access to justice and protection of vulnerable groups

As Rwanda is a Delivering as One (DaO) country, UNDP will seek to ensure a coherent, holistic and integrated programmatic approach, leveraging synergies and fostering strong coordination and collaboration with other UN and non-UN agencies. Key UN partners are likely to be UNWOMEN, UNICEF, IOM, UNHCR and OHCHR. The programme will build on the comparative advantages of each agency to maximize development impact. Given that improved access to justice and human rights protection mechanisms for women, children and vulnerable groups is a clear objective of the programme, all outputs and interventions will mainstream gender equality and equity principles. The programme will also include gender-specific advocacy and institutional capacity strengthening activities implemented in cooperation with UNWOMEN. Priority attention will be given to women, especially victims of domestic and Gender-based Violence, for legal aid services and access to justice initiatives. Similarly, targeted support will be provided to women lawyers who represent GBV victims in courts. The programme will also support the implementation of the recommendations of the JRLOS gender audit, research on women's rights and access to justice to increase knowledge and evidence-based planning within the JRLOS as well as the Rwanda National Police efforts to promote standards operating procedures to fight against gender based violence in Rwanda and beyond.

2.4. Applying UN Programming principles

✓ Leaving No One Behind

In line with the Sustainable Development Goals agenda, UNDP's project has been designed with a view to ensure that no one is left behind, including women, persons with disabilities, refugees, and other groups.

In line with the UN Convention for the Rights of People with Disability, the programme, in collaboration with the Rwanda Bar Association to provide legal assistance and legal aid to people with disabilities. The programme will also provide legal aid support to victims of GBV, most of whom are women and young girls, including single mothers who face stigma and discrimination and have limited access to legal aid services. Inmates who cannot afford to pay lawyers will also be supported. The IECMS will help both urban and remote rural populations to access justice without the need to travel long distances to the court for filing cases. Refugees living in Rwanda often face challenges such as limited awareness on their legal rights, limited access to legal aid, and chronic dependency on humanitarian assistance which makes them unable to travel or pay for legal services. In line with the principle of inclusion in national systems adopted in the General Assembly's CRRF resolution, refugees will be supported to the degree possible in targeted districts as part of the UNDP-UNHCR Joint Program initiated in 2018.

The programme will explore ways of bringing solutions to communities that are left behind, targeting the poorest districts of the country as identified in the Multi-sector Strategic Plan to accelerate the eradication of extreme poverty 2018/2024 by the Ministry of Local Government. The districts include Burera, Gicumbi, Gisagara, Nyaruguru, Ngororero, Nyamasheke and Rutsiro. These districts will be supported inparticular crime prevention initiatives with focus on the youth and other population at high risk of committing crimes while legal aid support will also be provided with dedicated attention to people with disability, inmates, GBV victims and refugees. The communities in the targeted districts will also benefit from social healing initiatives to avoid the recurrence of genocide and the eradication of genocide ideology.

✓ Human Rights, Gender Equality and Women's Empowerment

The programme is implemented following national laws and systems as well as international standards including the SDGs and international human rights commitments. SDGs 5,10 and 16 are among the key areas of support: ensuring that gender considerations are taken into account in all development processes and gender and human rights are among the key thematic areas of the programme. The programme will support efforts that prevent all forms of inequalities and exclusion, in particular inequalities based on sex, disability, age or geographic location. In particular, the programme will build the capacities of women lawyers to help them develop their career and increase their contribution within the justice delivery chain. The program will further support the justice sector in implementing its gender strategy to reduce inequalities based on gender in access to justice. To sustain previous investments, UNDP will also support the Rwanda National Police effforts to promore standards operating procedures in fighting the GBV in Rwanda and abroad through the KICD Where possible, UNDP and UNHCR will collaborate on joint training materials, joint capacity building sessions, and leveraging each other's capacities and expertise to reinforce each agency's programming relating to access to justice. Efforts will be invested by the programme in ensuring that the people in remote rural areas to equally access services and opportunities, with

special focus on accessing IECMS services and community policing. In addition, the programme builds on the CCA's gender analysis that portrayed key gender related issues and explained immediate, underlying and root causes. In line with the implementation of internationally agreed policy frameworks or conventions, including the Beijing Platform for Action and the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the programme will ensure that gender equality concerns are fully and consistently reflected in the programme strategy, and inequalities are adequately addressed through clearly defined activities that address underlying and root causes of gender inequalities. Furthermore, the programme will support the Ministry of Justice and the Treaty Body Task Force to put in place mechanisms to monitor and timely report on UPR recommendations implementation. The programme will also invest in research and policy dialogue on emerging human rights considerations.

✓ **Sustainability and Resilience**

The new Access to Justice programme will strengthen national capacities to contribute to the implementation and monitoring of the Agenda 2030 with particular focus on SDGs 1: End poverty in all its forms everywhere; 5: Achieve gender equality and empower all women and girls; 10: Reduced Inequality; and 16: Peace, Justice and Strong Institutions. Experience shows that achieving these goals will contribute to increasing the resilience of societies and the creation of a robust platform for lasting peace and development.

Furthermore, the programme will strengthen the capacities of national institutions and communities as a foundation of resilience while ensuring that the programme gains are sustainable and environmentally friendly.

✓ **Accountability**

The programme is aligned with national priorities as defined in the National Strategy for Transformation and the JRLOS Sector Strategic Plan. The role of CSO in SDG monitoring will be emphasized and reported on. Through independent research, the programme will support the development and use of transparent and robust data and information for policy formulation, programme design and implementation. Furthermore, the programme will promote local community engagement and participation in decision-making. This will be done in partnership with CSOs, particularly those engaging with people generally left behind such as people with disability, the youth and women and other groups.

III. RESULTS AND PARTNERSHIPS

3.1. Expected Results

At outcome level, the programme is expected to contribute to the achievement of the following: **By 2023, people in Rwanda benefit from enhanced gender equality, justice, human rights, peace and security.**

It is designed around achieving the following 4 outputs:

- ✓ **Output 1: Public institutions and legal aid providers have enhanced capacity to increase equitable access to quality justice whilst ensuring that human rights commitments are fulfilled.**

The programme will provide technical assistance and financial support to selected justice institutions, including MINIJUST, RNP, NPPA, Judiciary, NURC, RBA and RCS to improve their capacity to effectively and efficiently use the IECMS for improved justice delivery. Training sessions will be conducted under the leadership of the MINIJUST and will target staff from justice sector institutions who have not yet received training on the use of IECMS.

For citizens to fully benefit from the IECMS, a sensitization campaign will be organized across the country to provide citizens with the required knowledge of services they can access through the IECMS, and how they can use the system.

As regards to the provision of legal aid to the most vulnerable groups, UNDP will partner with the Rwanda Bar Association (RBA), MINIJUST as the lead ministry for access to justice and CSOs to identify and supportvulnerable inmates, GBV victims and people with disability that are in dire need of legal aid. UNDP will also partner with UNHCR with regard to identification and referral of refugees in need of legal aid in selected districts. For inmates, RBA will use its networks with the Prisons services and other legal aid providers to identify the beneficiaries, targeting the poorest who cannot afford to pay a lawyer. Priority will be given to women inmates and minors.

In partnership with the Ministry of Justice and RCS, a criminal justice policy will be developed to provide a regulatory and policy framework for correction, reintegration and alternative measures to imprisonment. The policy is expected to contribute to promote the rule of law and order but also reducing overcrowding in prisons and bring the number of, and conditions affecting the prison population in line with international standards.

Throughout programme implementation, attention will be placed on data collection and use in decision-making. Effots will be made to ensure the collection of data disaggregated by gender, age, and other vulnerability-related indicators, to better inform results-based planning and policy making in the justice sector, including the criminal justice system. This will also help to facilitate mainstreaming of a gender and vulnerability perspective into policies, laws, procedures, and practices across the sector.
Independent research and assessments will be conducted to assess the extent to which the project is attaining its objectives. The findings will also contribute to policy dialogue and advocacy.

In the area of human rights promotion and protection, the programme will partner with the

Ministry of Justice and the Treaty Body Task Force, to monitor the implementation status of the UPR recommendations and to prepare both the mid-term and end-term UPR reports. Efforts will be made to ensure multi-stakeholders consultations, including CSOs, National Commission for Human Rights, the office of the High Commission for Human Rights (OHCHR) and sister UN organisations.

- ✓ **Output 2: NURC, RNP and CSOs have strengthened capacity to develop and implement evidence-based mechanisms and programmes that promote social cohesion, peace, safety and security**

In partnership with the Rwanda National Police (RNP), the programme will support the implementation of community policing initiatives for the prevention and reduction of crimes. Capacity building of the Community Policing Committees members will be at the centre of this activity which is expected to lead to increased trust between the police and citizens and increased reporting of crimes to the police. The increased reporting by citizens is, in turn, expected to lead to the prevention of crimes.

In the area of reconciliation and social cohesion, the programme will partner with NURC, Prison Fellowship Rwanda and the Corrections Services to provide social healing support to communities, focussing on genocide survivors, convicted genocide perpetrators and their families.

To avail data on unity and reconciliation, the programme will support research on the status of reconciliation in collaboration with NURC and research institutions. The findings from the surveys/studies will be disseminated to policy makers and the general population. It is expected that the findings from the Rwanda Reconciliation Barometer will stimulate debates on reconciliation and peacebuilding through organised forums and policy dialogue.

In collaboration with the Rwanda Corrections Services and NURC, Prison Fellowship Rwanda (PFR) will implement social healing activities targeting genocide prisoners and their families as well as genocide survivors and community members. In particular, the programme will target the support to people in detendtion facilities ((2 prisons for male detainees, 2 for female detainees and one mixed). For the first two years, the program will focus on one prison for male and another prison for female and one mixed detention facility. The expansion will be done after two years pending availability of resources.

Considering the unique experience of Prison Fellowship Rwanda and the recognition by other stakeholders in providing social healing support, Prison Fellowship Rwanda will act as a Responsible Party after signing a Letter of Agreement with UNDP for the funds to be disbursed directly to the institution

- ✓ **Output 3: The role of Women in selected justice institutions strengthened (MINIJUST,RBA and RNP)**

Following the successful conduct of the gender audit and the development of the gender strategy, UNDP will support the implementation of this strategy to ensure gender sensitive delivery of justice in Rwanda. This will include targeted capacity development initiatives for JRLOS stakeholders, research and dialogue.

The programme will enhance the leadership and professionalism of the female lawyers who are members of RBA. Other activities will focus on mainstreaming gender equality in the work of RBA. Women lawyers will be empowered through professional training, peer learning and networking. A capacity need assessment will be conducted to ensure, the programme addresses real capacity needs of women lawyers.
The number of female police officers in decision making levels are still few compared to men. The total number of police women in the police force is still at 21% (2018). This requires continued advocacy through women police conventions and the strengthening of the Kigali International Conference Declaration (KICD) Secretariat which coordinates the regional initiative to fight violence against women and girls. In particular, a KICD strategic Plan and relevant training manuals will be developed .

✓ **Output 4: Project management and oversight improved**

This Output will ensure the rest of outputs are producing the expected results. The programme management teams at both UNDP and Implementing Partners will collaborate in the design and implementation and monitoring of project work plans.
UNDP will provide technical and financial support through the provision of technical expertise in the areas of access to justice, peace and security and by contribution to policy discussion. Policy briefs will be prepared with UNDP support to stimulate debates on emerging issues in the justice sector. In addition, UNDP will support capacity building of implementing partners in areas where gaps are identified. The areas will include programme management, results based management, programming principles and SDGs.

UNDP will ensure quality assurance of the programme, and will commission audits and spot-checks as required to ensure accountability of programme resources. The joint field visits will be organised by the programme and will involve different stakeholders including donors, CSOs, association of people with disability, and members of the steering committee.

The programme will design a resource mobilisation strategy to mobilise additional resources for the programme.

Finally, the programme under this output will endeavour to communicate results of the project, using different channels of communication such as social media, videos, annual reports and newsletters, etc.

Key changes expected at the end of the programme:

At the end of the programme, a number of key development changes should be visible. First, there should be a full functional integrated case management system in use by over 90% of the relevant justice sector institutions. The system should also have a much more extensive geographic coverage. With greater availability and increased knowledge and awareness of the services that the IECMS can offer, there should be, at minimum, a tripling of the number of public users of the system. It is expected that there will also be a measurable and substantial reduction in time spent on processing judicial cases from the Police to the judiciary / courts and corrections, and an equally significant reduction of case backlogs in the years to come.

In addition, at least 800 of the most vulnerable people, mainly inmates, GBV victims, refugees and people with disability will have free and quick access to legal aid, including legal assistance and representation. There will also be a 75% or higher rate of citizen satisfaction with legal aid. The capacity of the Rwanda Bar Association and its female advocates to advocate for legal aid and representation of citizens will also be markedly enhanced.

Based on the future set of Rwanda Reconciliation Barometer it is expected that people will perceive less ethnic division and genocide ideology, and a stronger sense of trust and social cohesion will prevail.

The new criminal justice policy is expected to be in place to further promote the rule of law and order, , as well as better rehabilitation and reintegration of prisoners and increase the use of alternatives to imprisonment. There should also be a reduction in the rate of overcrowding in prisons and better prison conditions affording offenders a more dignified life with full respect for their human rights.

By the end of the programme, citizen trust in the police is expected to be even higher, and there should be a reduction inthe incidence of crimes committed.

3.2. Resources Required to Achieve the Expected Results

The implementation of this programme will require financial resources and technical expertise to achieve the expected results. The total envelope required is estimated at **4,844,826 US dollars** of which about **3,501,405 USD** are projected to come from UNDP Core resources. The remaining **1,343,421 USD** is expected to be mobilised in partnership with Implementing partners.

The programme will be implemented by a technical team from the respective implementing partners and with support from UNDP under the National Implementation Modality. The Implementing partners will assign programme focal points to manage the programme on a daily basis, backed up by staff from departments implementing the activities. These measures will ensure that the programme benefits from the internal financial and technical resources of the Implementing Partners.

At UNDP level, the programme analyst for Access to Justice, Human Rights and Peace Consolidation will act as the programme manager of the programme, supported by the project associate, under the overall supervision of the governance team leader and head of unit. Other UNDP staff will also contribute to the achievement of programme results; these include the programme management

support staff, operations and communication staff. The programme will also take opportunity of global UNDP network of experts and technical resource persons available at the Regional Service Centre. If needed, the programme will hire consultants to bridge the gaps of technical expertise that the UNDP and Implementing Partners do not have in house.

3.3. Partnerships

The new Access to Justice programme will build on the already existing partnerships with the Government of Rwanda, the Justice, Reconciliation, Law and Order Sector, non-state actors including civil society actors and development partners working in the areas of the programme.

The primary partners are the JRLOS institutions with which the programme was formally devised and agreed, including the Ministry of Justice (MINIJUST), the Rwanda National Police, the National Unity and Reconciliation Commission which the implementing partners and the Rwanda Bar Association and Prisons Fellowship Rwanda which are the two responsible parties. These institutions have clear mandates and play a critical role to improve access to justice, promote human rights, peace and security for all.

The MINIJUST is responsible for formulating justice policies and strengthening the legal aid system and host the JRLOS Secretariat which will collaborate with the programme on a regular basis. Furthermore, MINIJUST chairs the Treaty Body Task Force which is responsible for monitoring and reporting on human rights, including the Treaty Body Reports and UPR. The RBA provides Legal Aid to the vulnerable groups and will act as Responsible Party after signing an agreement with UNDP. The provision of legal aid services the Bar Association will be on a pro-bono basis. The Ministry of Justice is planning to collaboprate with the National Commission for Human Rights in the area of human rights education, and advocacy as well as human rights monitoring and reporting .

The promotion of access to justice for all with special focus on the use of ICT and the promotion of human rights through the Universal Period Review will be supported through the Ministry of Justice. Access to legal aid for SBGV victims, refugees and poor inmates will be addressed in collaboration with the Rwanda Bar Association as well as UNHCR and OHCHR.

The National Unity and reconciliation Commission (NURC) will coordinate the preparation of the Rwanda Reconciliation Barometer and other assessments on unity and reconciliation. Prisons Fellowship Rwanda, considering if unique experience in bringing healing in prisons, will partner with the Rwanda Corrections Services and NURC to conduct social healing activities in prisons and communities.

The Rwanda National Police will implement community based crime prevention initiatives, in partnership with communities and other stakeholders including CSOs, the youth and women. The KICD secretariat which is responsible for fighting Violence against Women and Girls in conflicts and home settings will play a key role in mainstreaming gender in peace support operations and in the promotion of the fight against violence against women and girls. The KICD will be supported in the development of its operational framework and the resource mobilization strategy.

The program will contribute to the implementation of the JRLOS Gender equality strategy by building the capacities for gender sensitive justice delivery.

In terms of the programme's relationship with other development partners, UNDP aims to foster a collaborative and open approach, working together with the development partners to resolve substantive challenges and ensure synergy with other (UN and non-UN) projects and programmes, cognisant of the respective roles and comparative advantages of each in pursuit of common goals. General principles for partnership will include information-sharing, cooperation, coordination, and consultation, strengthening national capacities to work with other donors/development partners, as well as joint planning, monitoring and evaluation wherever possible.

UN Women, UNHCR and OHCHR will remain close partners of UNDP in the implementation of this programme.As Rwanda is a Delivering as One (DaO) country, UNDP will actively coordinate with other UN agencies and development partners working in the sector and identify the feasibility of joint initiatives where possible. These include IOM, UNICEF, UNESCO and UN Women. The programme will be implemented as part of the One UN Joint Work Plans and will report to Development Results Group 3 of the UNDAP.

Strong partnerships will be established with Development Partners which are supporting the JRLO sector, including the European Commission, Netherlands, , SIDA, USAID, etc.
The programme will strengthen the existing partnership with CSOs organisations, research and academic institutions as well as think tanks through regular consultations, research and assessments, and policy discussion around selected thematic issues.

The programme is also expected to bolster on-going UNDP interventions and develop synergies with the other components of the Democratic Governance Portfolio, particularly the *Deepening Democracy and Accountable Governance* programme and the Strengthening Civil Society Organisations programme. The programme will also build on synergies with the UN Women led programme on Sustaining Gender Equality Gains in Rwanda, which contributes to the same UNDAP Outcome as this programme. Through the partnership agreement with UNCHR, priority areas of synergy will be explored to reinforce the development-humanitarian nexus through the promotion of access to justice and rule of law.

3.4. Stakeholder Engagement

While designing this programme, extensive consultations were undertaken with the relevant justice and human rights actors, including UN agencies, DPs, civil society organisations, the Corrections Services, Associations of People with Disability, Bar Associations etc., and their feedback was fully integrated into the programme design. This commitment to a multi-stakeholder engagement will be infused throughout all aspects of implementation of the project, including through the meetings of the Programme Board, comprising the key institutional and civil society implementing partners, and through other consultative forums.

Throughout the implementation of the programme, regular feedback will be sought from key stakeholders in the programme, especially women, people with disability and other vulnerable groups. The various assessments will help to gather views from different stakeholder groups and will enrich the policy discussion around selected thematic areas. The programme will also use the joint field visits and regular monitoring visits to gather feedback from the stakeholders.

3.5. Risks and Assumptions

The programme assumes that the Government of Rwanda will remain committed to improving access to justice, safety and security, social cohesion, and human rights and that there will be no fundamental changes in either the internal or external environment that negatively influences this prioritisation and commitment.

Based on the Risk Log attached to this document, the programme could face political, institutional, financial and operational risks that might impact on the delivery of results. Key risks include:

- Challenges in cooperation and coordination within justice state institutions and/or between state and public compromise results;
- Limited resources allocated in justice, security, peace and human rights sector for the sector to achieve the social transformation it wants;
- Quality data on justice sector performance is not readily available or not well used to monitor systems performance and dynamics and support policy making and dialogue
- Dependency on donor funding for generation of gender statistics at NISR threatens the sustainability of the country's ability to generate relevant sex-disaggregated data for planning and monitoring and evaluation.[17]
- Influx of thousands of ex-genocidaires into society which might slow down the reconciliation and social cohesion efforts and the planned results of the programme,
- Institutional inertia within RBA and other institutions leading to business as usual practices and no material gains on advancing women's advocate leadership/participation resulting
- Limited capacity of new partners to efficiently use availed resources and achieve expected results

The programme will monitor and manage risks on a regular basis. The risk log will be updated as appropriate and at least on a quarterly basis and included in quarterly reports. In addition, the Programme Board will address the programme risks and follow up on relevant actions as recommended during its meetings. The mid-term evaluation will also provide a critical point for in-depth stock taking of risks and relevant actions.

3.7. South-South and Triangular Cooperation (SSC/TrC)

There is immense potential for UNDP to engage with other stakeholders and implementing partners on SSC and TrC, particularly with institutions in countries which may interest and/or experience working on issues relating to access to justice using modern technologies as well as social healing in post-conflict settings. Rwanda's achievements in the area of unity and reconciliation and home grown initiatives form a potential for partnership at regional and international levels.

Finally, the programme will explore learning opportunities in the region and globally on supporting legal aid providers, with a particular emphasis on female advocates.

3.8. Knowledge and Innovation

The programme is primarily envisioned to facilitate knowledge transfer between the various JRLOS institutions, relevant civil society organizations and the public at large. This includes the development

[17]idem

of best practices, guidelines and standards for improved access to justice, legal aid and human rights promotion in Rwanda.

To address the issues of lack of availability of consistent data in the sector to inform policy making and actions, the programme intends to carry out assessments, including an assessment on access to legal aid in Rwanda and conduct an assessment on crime prevalence in the country. The findings from the assessments will stimulate policy dialogue with policy-makers and relevant stakeholders, and the availed data will inform development plans and strategies.

Studies on human rights and on social cohesion, including the Rwanda Reconciliation Barometer will also be supported.

For all these assessments / surveys, the project will partner with relevant government institutions and other stakeholders including CSOs, think tanks, academic and research institutions that have expertise in the areas of interest.

The programme will explore innovative ideas on how to increase access to justice, crime prevention and social healing drawing, where possible, on continental and international good practices. Considering the problem of internet connectivity in remote rural areas, the programme will explore the possibility of using mobile legal aid clinics to support vulnerable populations to access IECMS services close to their homes.

The reconciliation villages will remain a home-grown initiative that the programme will build on, linking the initiative with the social healing initiatives conducted by the programme for the reintegration of former genocide crimes convicted prisoners.

The programme will support the establishment of an ICT based monitoring system for the implementation of the UPR recommendations, to allow consistent and real-time monitoring of the status of UPR recommendations.

3.9. Sustainability and Scaling Up

The programme will be implemented under National Implementation Modality (NIM) and will use national systems including procurement and financial management rules and regulations.

To the greatest extent possible, change processes themselves will be institutionalised to ensure their sustainability long beyond the life of the programme, and will be linked together to enable cross-institutional learning and boost resilience to fluctuations within individual institutional environments.

Genuine national ownership of the development process is necessary to ensure sustainability and build systemic resilience. It is assumed that the Joint Programme will be able to garner sufficient national ownership to ensure that all interventions are fully internalised by national counterparts. UNDP is committed to promoting national ownership at every step and supporting national actors and stakeholders in adopting only applicable and sustainable models.

The programme is closely aligned with the Government of Rwanda's national development goals and strategies, including Vision 2020, the National Strategy for Transformation (2017-2024), and the JRLOS Strategy 2018-2024. By doing so, the programme aims to ensure proper buy-in and support at every level, with a view to maximising impact and sustainability of the different activities and interventions.

Investing in developing the skills and knowledge of people is an inherently sustainable approach, providing it is appropriately targeted and well-delivered. While the training of staff is a 'rolling' activity to continuously improve the levels of their skills and knowledge, the benefits of investment in training efforts are never lost, as beneficiaries absorb the knowledge they have acquired and apply it to their work situations.

The programme will further enhance sustainability of the legal aid system by supporting the Rwanda Bar Association (RBA) and CSO legal aid providers to institutionalise legal aid.

There are several ways in which the programme aims to contribute to the sustainability of its capacity development interventions, by focussing on developing the capacities of individuals, systems as well as institutions (and how these all interact) in a manner that empowers the targeted counterparts with increased professional skills, legal frameworks and strategies, improved and standardised work processes, and a service-oriented approach. A sizeable engagement of national academic and civil society organisations will complement other efforts at adopting a national development methodology.

IV. PROGRAMME MANAGEMENT

4.1 Cost Efficiency and Effectiveness

The programme will be executed in line with the National Implementation Modality (NIM), with a few activities implemented by CSOs or directly implemented by UNDP.

In particular, the programme will follow the NIM modality with the Ministry of Justice as the lead institution and Chair of the Programme Board while RNP, NURC, RBA and Rwanda Prison Fellowship will act as programme Implementing Partners or Responsible Party respectively. UNDP will Co-chair the program Board (program steering committee.

The four outputs of the Programme are designed to be implemented by the following institutions:

(i) Output 1 will be implemented by the Ministry of Justice and Rwanda Bar Association as implementing partners Other stakeholders under this output include the National Human Right Commission, RCS, the Judiciary and NPPA;

(ii) Output 2 will be implemented by NURC and RNP as implementing partners and CSOs and research institutions will support the implementation through research and assessments.

(iii) Output 3 will be implemented by the RNP and NURC as implementing partners while Prison Fellowship Rwanda will be supported in promoting social healing in prisons and within communities..

(iv) Output 4 will be implemented by UNDP in coordination with all implementing partners to ensure the programme results are achieved.

In addition to the above highlighted implementing partners and in consultation with the partners above, Prison Fellowship Rwanda (PFR) with consideration to its role which recognised by other stakeholders and in particular NURC and the Rwanda Corrections Services, will act as Responsible

Party for the activities on social healing and psychological support to prisoners convicted of genocide crimes, their families, genocide survivors and communities at large.

As a lead agency, MINIJUST will also be responsible for the overall implementation of the pogramme, ensuring that the work plans and day to day activities are implemented in accordance with the programme document resource and results framework and budget.

MINIJUST, RNP, NURC, RBA and Prison Fellowship Rwanda hereafter referred to as Implementing Partners and Responsible Parties respectively, will be accountable to the Programme Board and UNDP for the resources that will be submitted to their project accounts for the implementation of programme activities. In this regard, UNDP acknowledges the financial and operational autonomy of each institution and the responsibility of each IP to ensure the expeditious and accountable use of funds and proper implementation of their respective activities.

The Implementing Partners will ensure that essential staff are appointed for adequate project implementation, coordination and supervision, and that a focal person with liaison responsibilities is selected to represent the Implementing Partners whenever requested by UNDP.

The implementation of the Output 4 activities will be implemented directly by UNDP as part of its oversight and quality assurance role. However, the work plans for all three outputs will be approved by the joint programme boards.

4.2. Programme Management

The project will be national in scope and implemented based on the decisions of the project board. In keeping with the project targeting strategy, specific districts may be selected for some project activities. The Implementing partners, namely MINIJUST, RNP, NURC as well as the Responsible Parties RBA and Prison Fellowship Rwanda will provide working space and equipment for their programme teams.

The coordination of this programme's activities and outputs with those of other Implementing Partners of the Programme will be ensured through the Programme Board and *regular* monthly coordination mechanisms that include the implementing partners responsible for each respective output and other relevant stakeholders. Coordination with other UNDP and UN projects will be done by the Governance Team of the UNDP CO and information will be shared during the regular One UN Results groups meetings.

The programme will be subject to the internal and external auditing procedures provided for in the financial regulations, rules and directives of UNDP.

The UNDP based programme manager will be responsible for technical and advisory services in this area of practice,overall quality assurance and supervision of the programme implementation . He/she will be responsible for coordination the programme planning, monitoring and evaluation. He/she will also be responsible for the capacity building of implementing partners and the elaboration of a capacity building plan. Moreover, he/she will ensure that the programme achieve the highest quality standards in terms of quality and value for money. S/he will assist in identifying

potential areas for resource mobilisation and promote communication and information sharing, engaging UNDP and IPs communication teams to communicate the programme results.

As per UNDP guidelines on Direct Project Costing (DPC), the UNDP programme staff(Program analyst and Program Associate) contribution to the implementation of the programme will be directly charged to the programme, based on the annual Country Office Workload Study.

The Implementation Support Services will also be directly charged to the programme budget as per UNDP financial rules and regulations. For funds from sources other than UNDP Core resources, an 8% general management services (GMS) fee will be charged on expenditures.

Results Framework

Intended Outcome: By 2023, people in Rwanda benefit from enhanced gender equality, justice, human rights, peace and security

Outcome indicators as stated in the Country Programme Results and Resources Framework, including baseline and targets:

Indicator 3.1: Citizen satisfaction with access to legal aid

***Baseline** (2016):* 64.4%

Target: 75%

Indicator 3.2. Citizens trust in security organs Rwanda National Police (RNP)

Baseline (2016): 89.78%

Target: 94%

Indicator 3.3. Level of cohesion and mutual trust among Rwandans[18]

***Baseline** (2016):* 75.8%

Target: 85%

Applicable Output(s) from the UNDP Strategic Plan:

Signature solution 2: Strengthen effective, accountable and inclusive governance with focus on SDG 16supporting diverse pathways towards building peaceful, just and inclusive societies

Project title and Atlas Project Number: Strengthening the Rule of Law in Rwanda: Justice, peace and security for the people

EXPECTED OUTPUTS	OUTPUT INDICATORS[19]	DATA SOURCE	BASELINE		TARGETS (by frequency of data collection)					DATA COLLECTION METHODS & RISKS
			Value	Year	Year 1	Year 2	Year 3	Year 4	Year 5	
Output 1: ***Public institutions and legal aid providers have enhanced capacity to increase equitable access to quality justice whilst ensuring that human rights commitments are fulfilled.*** *Related SDGs: 16, 10, 5*	***1.1*** Number of justice institutions staff with skills to effectively use electronic case management system (cumulative)	*MINIJUST reports*	2230[20]	2018	*2392*	2554	**2716**	2878	3,040	*Annual reports* *Risks: late submissions of annual reports; lack of disaggregated data*
	1.2. Number of legal aid cases for vulnerable people represented by partner legal aid providers disaggregated by sex[21] (cumulative): (1) Poor inmates (2) Persons with disability (3) Refugees (4) GBV Victims	*Rwanda Bar Association*	*(1) 0*	*2017*	*40*	*80*	*120*	*160*	*200*	*Annual reports analysis* *Lack of disaggregated data*
		Rwanda Bar Association	*(2) 0*	*2017*	*20*	*40*	*60*	*80*	*100*	*Annual reports analysis* *Lack of disaggregated data.*
		RBA	*(3) 0*	*2018*	*10*	*20*	*30*	*40*	*50*	*Annual reports of RBA*
		RBA	*(4) 0*	*2017*	*100*	*200*	***300***	*400*	*500*	*Annual reports analysis* *Lack of disaggregated data*
	1.3. Percentage of 2015 UPR recommendations implemented (cumulative) Baseline: 68% Target: 95%	*MINIJUST reports; JSR reports*	*68%*	*2017*	*75%*	*85%*	*95%*	*95%*	*95%*	*JSR reports* *Risks: Limited engagement of TBR members to provide data on time*

[18] As measured by the Rwanda Reconciliation Barometer.

[19] It is recommended that projects use output indicators from the Strategic Plan IRRF, as relevant, in addition to project-specific results indicators. Indicators should be disaggregated by sex or for other targeted groups where relevant.

[20] Source: Joint Sector Review Report 2016-2017

21 Gender disaggregated Data will be collected during the first year of implementation and will serve as a baseline to monitor progress

Output 2 ***NURC, RNP and CSOs have strengthened capacity to develop and implement evidence-based mechanisms and programmes that promote social cohesion, peace, safety and security*** *Related SDGs: SDG 16, 10, 5; SDG5*	***2.1*** Rwanda has current data to inform policies and plans that promote social cohesion and prevent risk of conflict	*NURC annual reports*	Last reconciliation barometer published 2015[22]	2015	N/a	New reconciliation barometer published 2020	N/a	N/a	N/a	
	2.2 Percentage increase in crimes reported by communities to the police	*RNP annual reports*	12.4 %	*2017*	*5%*	*6%*	*6%*	*7%*	*7%*	*Rwanda National police report, independent assessments* *Risks:*
	2.3 New national criminal policy in place (covering investigation, prosecution, criminal procedures and correction) and implemented	*MINIJUST reports*	*No policy*	*2017*	*Draft strategy available*	*Draft policy approved by cabinet*	*New policy disseminated countrywide*	*Policy implemented*	*Policy implemented*	*MINIJUST and RCS reports analysis;* *Risks:*
	2.4 Number of assessments on access to justice leading to policy dialogue	*Project reports*	*0*	*2017*	*1*	*2*	*3*	*4*	*4*	*Willingness of stakeholders to discuss policy issues*
	2.5. Number of prisons benefiting from social healing initiatives (2 women, one mixed, 2 for men)	*RCS reports, NURC reports, PFR reports*	*0*	*2018*	*2*	*4*	*5*	*5*	*5*	*Progress reports* *Strong partnership between RCS, NURC and PFR*
Output 3*: The role of Women in selected justice institutions (RBA, RNP) strengthened*	3.1. Percentage increase in number of litigation cases assisted by women lawyers	*RBA*	*TBD*	*2018*	*2%*	*4%*	*6%*	*8%*	*10%*	*RBA reports – Women lawyers actively engaged in capacity building*
	3.2. An operational framework for KICD developed to provide a framework for addressing GBV in conflict and home settings	*RNP Reports*	*No Strategic Plan*	*2018*	*TORs approved*	operational framework	operational framework *disseminated*	operational framework *implemented*	operational framework *implemented*	*RNP Annual Report*
	A Resource mobilization strategy developed for the KICD center	*RNP Reports*	*No Resource Mobilisation strategy*	*2018*	*TORS developed*	A Resource mobilization strategy *developed*	A Resource mobilization strategy implemented	A Resource mobilization strategy implemented	A Resource mobilization strategy implemented	*RNP reports*

Output 4 ***programme Management and oversight strengthened*** *Related SDGs: SDG16, 10, 5*	***4.1*** Percentage of participating institutions with audit/spot-check unqualified opinions	*Projects reports*	*100%*	*2017*	*100%*	*100%*	*100%*	*100%*	*100%*	*Audit/spot check reports*
	3.2 Annual programme delivery rate	*Atlas reports*	*95%*	*2017*	*98%*	*98%*	*98%*	*99%%*	*99%*	*Annual financial reviews* *Risk: Limited capacity of implementing partners to deliver*
	3.3 Percentage of Resource Mobilisation targets reached (Total Amount in 5 years: 900,000 USD)	*Atlas reports*	*0%*	*2017*	*5%*	*45%*	*65%*	*75%*	*80%*	*Resource pipeline monitoring;* *Risk: Changing in donor landscape*
	3.4 Number of success stories published	*Project reports*	*0*	*2018*	*4*	*8*	*12*	*16*	*20*	*Progress report* *Risk: Political motivation affect the quality of stories*

[22] Reconciliation Barometers are published once every 5 years.

V. MONITORING AND EVALUATION

In accordance with UNDP's programming policies and procedures, the programme will be monitored through the following monitoring and evaluation plans:

Monitoring Plan

Monitoring Activity	Purpose	Frequency	Expected Action	Partners (if joint)	Cost (if any)
Track results progress	Progress data against the results indicators in the RRF will be collected and analysed to assess the progress of the programme in achieving the agreed outputs.	Quarterly, or in the frequency required for each indicator.	Slower than expected progress will be addressed by programme management.	UNDP, MINIJUST, RNP, NURC, RCS, RBA, UN	N/A
Monitor and Manage Risk	Identify specific risks that may threaten achievement of intended results. Identify and monitor risk management actions using a risk log. This includes monitoring measures and plans that may have been required as per UNDP's Social and Environmental Standards. Audits will be conducted in accordance with UNDP's audit policy to manage financial risk.	Quarterly	Risks are identified by programme management and actions are taken to manage risk. The risk log is actively maintained to keep track of identified risks and actions taken.	UNDP, MINIJUST, RNP, NURC, RCS, RBA	N/A
Learn	Knowledge, good practices and lessons will be captured regularly, as well as actively sourced from other projects and partners and integrated back into the programme.	At least annually	Relevant lessons are captured by the programme team and used to inform management decisions.	UNDP, MINIJUST, RNP, NURC, RCS, RBA, UN	N/A
Annual Project Quality Assurance	The quality of the project will be assessed against UNDP's quality standards to identify project strengths and weaknesses and to inform management decision making to improve the programme.	Annually	Areas of strength and weakness will be reviewed by project management and used to inform decisions to improve programme performance.	UNDP	N/A
Review and Make Course Corrections	Internal review of data and evidence from all monitoring actions to inform decision making.	At least annually	Performance data, risks, lessons and quality will be discussed by the project	UNDP, MINIJUST, RNP, NURC, RCS, RBA, UN	

			board and used to make course corrections.		
Project Report	A progress report will be presented to the programme Board and key stakeholders, consisting of progress data showing the results achieved against pre-defined annual targets at the output level, the annual programme quality rating summary, an updated risk long with mitigation measures, and any evaluation or review reports prepared over the period.	Annually, and at the end of the project (final report)		UNDP, MINIJUST, RNP, NURC, RCS, RBA, UN	
Project Review (Project Board)	The programme's governance mechanism will hold regular project reviews to assess the performance of the programme and review the Multi-Year Work Plan to ensure realistic budgeting over the life of the programme. In the project's final year, the Programme Board shall hold an end of programme review to capture lessons learned and discuss opportunities for scaling up and to socialize programme results and lessons learned with relevant audiences.	Quarterly	Discuss any quality concerns or slower than expected progress and identify and agree on management actions.	UNDP, MINIJUST, RNP, NURC, RCS, RBA, UN	10,000 $

Evaluation Plan

Evaluation Title	Partners (if joint)	Related Strategic Plan Output	UNDAF/CPD Outcome	Planned Completion Date	Key Evaluation Stakeholders	Cost and Source of Funding
Mid-Term Evaluation	N/A		Outcome 5	31/12/2020	UNDP, MINIJUST, RNP, NURC, RCS, RBA, UN	US$ 40,000 (Core)
End Term Evaluation	N/A		Outcome 5	31/12/2022	UNDP, MINIJUST, RNP, NURC, RCS, RBA, UN	US$ 50,000 (Core)

VI. MULTI-YEAR WORK PLAN

EXPECTED OUTPUTS	PLANNED ACTIVITIES	Planned Budget by Year					RESPONSIBLE PARTY	PLANNED BUDGET			Resources	
		Y1 (Jul 18-June 19)	Y2 (Jul 19-June 20)	Y3 (Jul 20-June 21)	Y4 (Jul 21-June 22)	Y5 (Jul 22-June 23)		Funding Source	Budget Description	Amount	Available	To be mobilised
Output 1: Public institutions and legal aid providers have enhanced capacity to increase equitable access to quality justice whilst ensuring that human rights commitments are fulfilled.	**Key Action 1.1: Strengthening capacities for of JRLOS personnel for the use of Integrated Case managemnt System (IECMS)**											
	1.1.1. Provide technical and financial support for the training of IECMS users from the judiciary, the RNP/RIB, military courts, the prosecution, the bar association, the Corrections and the Ministry of justice)	70,000	70,000	70,000	70,000	50,000	MINIJUST	UNDP, Others donors	Workshops, accommodation, DSA	330,000	224,000	106,000
	1.1.2. Support awareness creation on the use of IECMS by people	20,000	20,000	20,000	20,000	20,000	MINIJUST	UNDP, others	Transport, travel	100,000	94,178	5,822
	1.1.3. Upgrade skills of IECMS project management team	25,000	25,000	25,000	25,000	20,000	MINIJUST	UNDP, others	Workshops, travel, transport	120,000	100,000	20,000
	1.1.4. Support the JRLOS to put in place mechanisms on IECMS related costs and monitor their enforcement	20,000	20,000	20000	0	0	MINIJUST	UNDP, others	Consultancy, workshops	60,000	35,000	25,000
	Sub total 1.1	135,000	135,000	135,000	115,000	90,000				610,000	453,178	156,822
	Key Action 1.2: Provide legal Aid to most vulnerable groups (inmates, GBV victims, Refugees and people with Disability)											
	1.2.1. Provide legal aid to inmates in selected 5 prisons (2 prisons for women, 1 mixed, and 2 for men)	50,000	50,000	50,000	50,000	50,000	RBA	UNDP, others	Travel expense, facilitation, transport	250,000	160,000	90,000
	1.2.2 Provide legal aid to SGBV victims, people with disability and refugees	50,000	60,000	60,000	60,000	60,000	RBA	UNDP, others	Travel expense, facilitation, transport	290,000	200,000	90,000

1.2.3. Training Focal points in prisons on legal rights	20,000	20,000	20,000	20,000	20,000	RBA	UNDP, others	Training, materials, fdacilitation	100,000	70,000	30,000
1.2.4. Awareness raising on legal aid in prisons and targetted communities	10,000	20,000	20,000	20,000	20,000	RBA	UNDP, others	Transport, refreshment, publications,	90,000	60,000	30,000
1.2.5. Monitoring legal aid activities	10,000	10,000	10,000	10,000	10,000	RBA	UNDP, others	Travel expense, transportation,	50,000	40,000	10,000
Sub-total 1.2	140,000	160,000	160,000	160,000	160,000				780,000	530,000	250,000
Key Action 1.3: Monitoring and reporting on UPR and sensitization on human rights											
1.3.1. Support the monitoring and reporting on UPR Recommendations implementations	20,000	40,000	40,000	30,000	25,000	MINIJUST	UNDP, others	Workshops, conferences	155,000	105,000	50,000
1.3.2. Establish an ICT based system to monitor UPR recommendations	21,860	10,000	10,000.00	10,000	10,000	MINIJUST	UNDP, others	Consultancy services, workshops	61,860	40,000	21,860
1.3.3. Sensitization and advocacy on UPR implementation	5,000	10,000	15,000	15,000	11,000	NCHR, MINIJUST	UNDP, others	Travel, Field allowances, transport, accommodation	56,000	31,000	25,000
1.3.4 Training of RCS staff on human rights principles	10,000	20,000	20,000	20,000	10,000	NCHR, RCS, MINIJUST	UNDP, others	Workshops, seminars, travel	80,000	50,000	30,000
Sub total 1.3	56,860	80,000	85,000	75,000	56,000				352,860	226,000	126,860
Key Action 1.4: Put in place a criminal policy which will combine investigation, prosecution, criminal procedures and correction.											
2.5.1 Support the drafting of criminal policy which will combine investigation, prosecution, criminal procedures and correction.	50,000	25,000	10,000	5,000	0	MINIJUST, RCS	UNDP, others	Consultancy, meetings, workshops	90,000	63,000	27,000
2.5.3 Conduct dissemination meetings on the new policy	0	15,000	15,000	10,000	5,000	MINIJUST, RCS	UNDP, others	meetings, workshops, transportation	45,000	35,000	10,000
Sub total 1.4	50,000	40,000	25,000	15,000	5,000				135,000	98,000	37,000

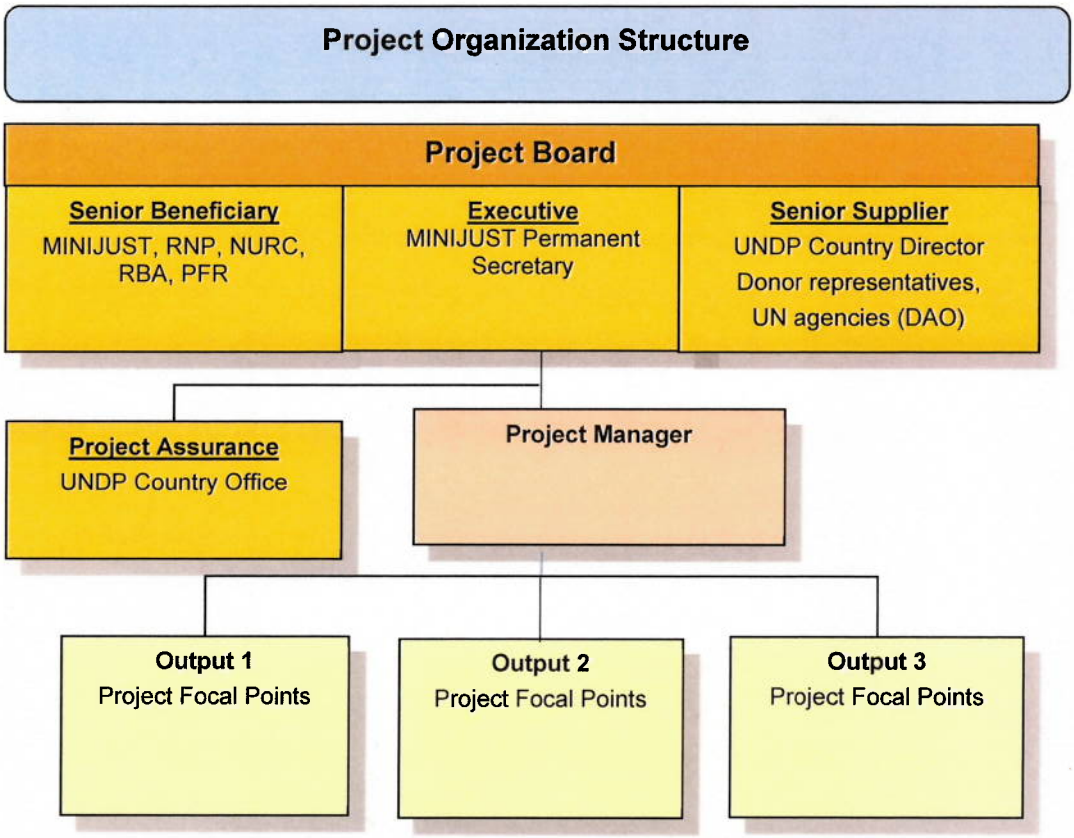
	1.5 MONITORING	5,000	10,000	10,000	9,740	8,000	UNDP, MINIJUST, RBA	UNDP	Travel	42,740	42,740	-
	Total Output 1	**386,860**	**425,000**	**415,000**	**374,740**	**319,000**				**1,920,600**	**1,349,918**	**570,682**
Output 2: NURC, RNP and CSOs have strengthened capacity to develop and implement evidence-based mechanisms and programmes that promote social cohesion, peace, safety and security	**Key Action 2.1 Implement community policing programme at national and community level for crime prevention**											
	2.1.1. Capacity building of members of Community Policing Committees at local level (600 ToT, 4500 CPCs trained per year)	50,000	60,000	60,000	60,000	50,000	RNP	UNDP	Workshop, seminars, stationeries	280,000	250,000	30,000
	2.1.2 Conduct sensitization campaign on crime prevention targeting youth volunteers and highly exposed to crime groups	25,000	30,000	30,000	30,000	30,000	RNP	UNDP, others	Meetings, transport, communication	145,000	100,000	45,000
	2.1.3. Monitoring and evaluation crime prevention	5,000	5,000	5,000	5,000	3,740	RNP	UNDP, others	Communications materials	23,740	23,740	-
	2.1.5. Organise policy dialogues on emerging crime based on research and assessments	0	10,000	0	10,000	0	RNP, research institutions	UNDP, others	Workshops, conventions, meetings	20,000	20,000	-
	2.1.6. Conduct a feasibility study for the establishment of an electronic crime reporting system to facilitate crime reporting and monitoring	15,000	15,000	10,000	10,000	10,000	RNP	UNDP, others	Consultancy, travel	60,000	50,000	10,000
	2.1.7. Provide administrative support for the implementation of the project	25,000	25,000	25,000	25,000	25,000	RNP	UNDP	Salaries, communication	125,000	117,500	7,500
	Sub total 2.1.	**120,000**	**145,000**	**130,000**	**140,000**	**118,740**				**653,740**	**561,240**	**92,500**
	Key Action 2.2. Promote social cohesion through social healing initiatives											
	2.2.1. Support societal healing initiatives and social reintegration targeting genocide survivors, genocide perpetrators and their families	40,000	50,000	45,000	35,000	35,000	NURC, RCS, CSOs (Prison Fellowship	UNDP, others	Workshops, transport, travel	205,000	138,747	66,253

							Rwanda - PFR),					
	2.2.3. Support reconciliation initiatives targeting the youth and other targeted groups	30,000	40,000	40,000	30,000	20,000	NURC, PFR,	UNDP, others	Workshops, transport, travel	160,000	125,000	35,000
	Sub total 2.2.	70,000	90,000	85,000	65,000	55,000				365,000	263,747	101,253
	Key Action 2.3. Produce evidence based data on peace, unity and reconciliation											
	2.3.1. Produce and publish the 2020 Reconciliation barometer	0	80,000	100,000	50,000	20,000	NURC, CSOs, Research institutions	UNDP, others	Consultancy, printing and publications, travel, transport	250,000	200,000	50,000
	2.3.2. Conduct dissemination and policy discussion on the 2020 Reconciliation barometer	0	0	30,000	30,000	20,000	NURC, CSOs, Research institutions	UNDP, others	Workshops, travel, transport	80,000	60,000	20,000
	2.3.3 Organise policy discussion meetings on unity and reconciliation	20,000	20,000	20,000	20,000	20,000	NURC, CSOs, Research institutions	UNDP, others	Workshops and conferences, travel, transport	100,000	60,000	40,000
	Sub total 2.3	20,000	100,000	150,000	100,000	60,000				430,000	320,000	110,000
	2.4 MONITORING	10,000	10,000	10,000	10,000	10,000	MINIJUST, RCS, NURC, UNDP	UNDP, others	Travel costs	50,000	40,000	10,000
	Total Output 2	**220,000**	**345,000**	**375,000**	**315,000**	**243,740**				**1,498,740**	**1,184,987**	**313,753**
Output 3: The role of Women in selected	**Key Action 3.1 Capacity building of women lawyers**											

justice institutions strengthened	3.1.1. Capacity building of RBA lawyers on gender mainstreaming and advocacy	20,000	30,000	30,000	30,000	20,000	RBA	UNDP	Transport, facilitation	130,000	70,000	60,000
	3.1.2. Conduct needs assessment to know the needs in capacity building for women lawyers	30,000	0	30,000	0	30,000	RBA, CSOs	UNDP	Consultancy, Workshop	90,000	60,000	30,000
		50,000	30,000	60,000	30,000	50,000				220,000	130,000	90,000
	Key Action 3.2 Capacity building of female police officers											
	3.2.1 Support the formulation of a resource mobilisation strategy for KICD and its implementation	20,000	30,000	30,000	10,000	0	RNP	UNDP	Consultancy, Workshop	90,000	63,000	27,000
	3.2.2. Support the preparation of an operational framework for the KICD	30,000	30,000	30,000	30,000	20,000	RNP	UNDP	Consultancy, workshops	140,000	102,000	38,000
	3.2.3. Support gender mainstreaming in the police force: increase capacity of female police officers to fight crimes and to attain decision making positions	30,000	30,000	30,000	30,000	30,000	RNP, CSOs, research institutions	UNDP	Consultancy, workshops	150,000	103,500	46,500
		80,000	90,000	90,000	70,000	50,000				380,000	268,500	111,500
	Total Output 3	**130,000**	**120,000**	**150,000**	**100,000**	**100,000**				**600,000**	**398,500**	**201,500**
Output 4: Project Management and oversight strengthened	**4.1 Project Management and implementation**											
	4.1.1. Capacity building of partners and UNDP staff	10,000	20,000	20,000	20,000	10,000	UNDP	UNDP	Learning costs, conferences	80,000	65,000	15,000
	4.1.2 Support external and internal communication for results	15,000	15,000	15,000	15,000	15,000	UNDP	UNDP	Banners, publications, videos	75,000	60,000	15,000
	4.1.3. Organise communication / advocacy events	10,000	10,000	10,000	10,000	10,000	UNDP	UNDP	Meetings, conference,	50,000	50,000	-
	4.1.4. Conduct Audits and spot checks	15,000	15,000	15,000	15,000	15,000	UNDP	UNDP	Consultancy	75,000	70,000	5,000

	4.1.5. MONITORING including Joint Field Visit with Partners	10,000	10,000	10,000	10,000	10,000	UNDP	UNDP	Travel, Field allowances, transport, accommodation	50,000	50,000	-
	4.1.6. Conduct annual reviews	10,000	10,000	10,000	10,000	10,000	UNDP	UNDP	Workshop/Conferences	50,000	35,000	15,000
	4.1.7. MID-TERM EVALUATION	0	0	40,000	0	0	UNDP	UNDP	Consultancy	40,000	28,000	12,000
	4.1.8 END TERM EVALUATION	0	0	0	0	50,000	UNDP	UNDP	Consultancy	50,000	35,000	15,000
	Sub-total	70,000	80,000	120,000	80,000	120,000		UNDP		470,000	393,000	77,000
	4.2. General Management Support											
	Implementation support services (ISS) and Direct Project Costing	50,000	50,000	50,000	50,000	50,000	UNDP	UNDP	Direct project Costing, ISS	250,000	175,000	75,000
	General Management Service (GMS)	21,097	21,098	21,097	21,097	21,097	Others	Others funds	Facilities and Admin.	105,486	-	105,486
	Sub-total	71,097	71,098	71,097	71,097	71,097	UNDP			355,486	175,000	180,486
	Total Output 4	**141,097**	**151,098**	**191,097**	**151,097**	**191,097**				**825,486**	**568,000**	**257,486**
	GRAND TOTAL	**877,957**	**1,041,098**	**1,131,097**	**940,837**	**853,837**				**4,844,826**	**3,501,405**	**1,343,421**

VII. GOVERNANCE AND MANAGEMENT ARRANGEMENTS



The programme will be directed by a **Programme Board**, which will be co-chaired by the UNDP Rwanda Country Director and MINIJUST Permanent Secretary, who will serve as the Project Executive. The Programme Board will meet on a periodic basis (half-yearly or more frequent if needed) to review the strategic direction of the Project, ensuring accountability and proper oversight. The board meetings will also provide a forum for rigorous quality control and review of progress. This will entail setting and revising deliverables and achievement of benchmarks, alongside opportunities for fine-tuning and adjustments, including any prioritization of activities if the programme is not fully funded. To ensure UNDP's ultimate accountability, Programme Board decisions should be made in accordance with corporate UNDP standards that shall ensure best value to money, fairness, integrity, transparency and effective accountability.

The Programme board will comprise the following:

The Executive: the role of the Executive will be held by the MINIJUST Permanent Secretary. The Executive is ultimately responsible for the programme, assisted by the Senior Beneficiary and Senior Supplier. The Executive's role is to ensure that the programme is focused throughout its life cycle on achieving its objectives and delivering outputs that will contribute to higher level outcomes. The Executive should ensure that the programme gives value for money, ensuring a cost-conscious approach to the programme, balancing the demands of beneficiary and supplier.

The Senior Beneficiary: representatives of MINIJUST, RNP, NURC, RBA and Prison Fellowship Rwanda will hold the role of Senior Beneficiary. The Senior Beneficiary is responsible for validating the needs and for monitoring that the solution will meet those needs within the lifecycle of the programme. The role represents the interests of all those who will benefit from the programme. The Senior Beneficiary role monitors progress against targets and quality criteria. The Implementing partners will certify the Combined

Delivery Reports (CDRs) on annual basis following the annual calendar year (January-December) in line with Atlas CDR reports calendar.

Senior Supplier: UNDP, Donor and representatives of UN agencies will hold the role of Senior Supplier. The Senior Supplier represents the interests of the parties which provide funding and/or technical expertise to the project (designing, developing, facilitating, procuring, implementing). The Senior Supplier's primary function within the Board is to provide guidance regarding the technical feasibility of the project. The Senior Supplier role must have the authority to commit or acquire supplier resources as required.

Quality Assurance: The Quality Assurance role supports the Executive Board and is assumed by the Programme Analyst, UNDP, and by the Head of the UNDP Governance Unit. Together, they carry out objective and independent oversight and monitoring functions on behalf of the Board. This role ensures that appropriate programme management milestones are managed and completed.

The Programme Board will specifically be responsible for the following:

- Meeting regularly to deliberate on the programme's progress and revising the Quarterly Progress Reports. The Programme Board has a decision-making role within the Project and thus will deliver direction and recommendations to ensure that the agreed deliverables are produced satisfactorily in line with the Programme Document. This also means that the programme Board can make changes to the Programme based on the progress reports and recommendations from project staff and partners alike;
- Revising and assessing the detailed programme plan and Annual Work Plan, including Atlas reports covering activity definition, quality criteria, issue log, risk log and the monitoring and communication plan;
- Providing overall guidance and direction to the programme;
- Addressing any project-related issues as raised by the Programme Manager;
- Providing guidance and agreeing on possible countermeasures/management actions to address specific risks;
- Agreeing on the Programme Manager's milestones in the Annual Work Plan and quarterly plans when required;
- Reviewing Combined Delivery Reports (CDR) prior to certification by the Implementing Partner(s);
- Reviewing each of the Annual Work Plan upon completion, and approving continuation to the next AWP;
- Appraising the Programme Annual Progress Report, and making recommendations for the next AWP;
- Providing ad-hoc direction and advice for exceptional situations when tolerances of parties are exceeded;
- Providing strategic orientation and recommendations to the programme manager and implementers;
- Ensuring full implementation of the programme and assuring that all programme deliverables have been produced satisfactorily by the end of the programme;
- Reviewing and approving the final programme report, including lessons learnt;
- Commissioning a programme evaluation (based on a consensus by the Programme Board).

VIII. LEGAL CONTEXT AND RISK MANAGEMENT

LEGAL CONTEXT

This programme document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement between the Government of Rwanda and UNDP, signed on 02/02/1977. All references in the SBAA to "Executing Agency" shall be deemed to refer to "Implementing Partner."

This programme will be implemented by the agency Ministry of justice, the National Unity and Reconciliation Commission, Rwanda Corrections Services, Rwanda National Police and Rwanda Bar Association in accordance with its financial regulations, rules, practices and procedures only to the extent that they do not contravene the principles of the Financial Regulations and Rules of UNDP. Where the financial governance of an Implementing Partner does not provide the required guidance to ensure best value for money, fairness, integrity, transparency, and effective international competition, the financial governance of UNDP shall apply.

RISK MANAGEMENT

1. Consistent with the Article III of the SBAA, the responsibility for the safety and security of the Implementing Partner and its personnel and property, and of UNDP's property in the Implementing Partner's custody, rests with the Implementing Partner. To this end, the Implementing Partner shall:
   a) put in place an appropriate security plan and maintain the security plan, considering the security situation in the country where the programme is being carried out;
   b) assume all risks and liabilities related to the Implementing Partner's security, and the full implementation of the security plan.

2. UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of the Implementing Partner's obligations under this Programme Document.

3. The Implementing Partner agrees to undertake all reasonable efforts to ensure that no UNDP funds received pursuant to the Programme Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via http://www.un.org/sc/committees/1267/aq_sanctions_list.shtml. This provision must be included in all sub-contracts or sub-agreements entered into under/further to this Programme Document.

4. Consistent with UNDP's Programme and Operations Policies and Procedures, social and environmental sustainability will be enhanced through application of the UNDP Social and Environmental Standards (http://www.undp.org/ses) and related Accountability Mechanism (http://www.undp.org/secu-srm).

5. The Implementing Partners shall: (a) conduct project and programme-related activities in a manner consistent with the UNDP Social and Environmental Standards, (b) implement any management or mitigation plan prepared for the project or programme to comply with such standards, and (c) engage in a constructive and timely manner to address any concerns and complaints raised through the Accountability Mechanism. UNDP will seek to ensure that communities and other programme stakeholders are informed of and have access to the Accountability Mechanism.

6. All signatories to the Programme Document shall cooperate in good faith with any exercise to evaluate any programme or programme -related commitments or compliance with the UNDP Social and Environmental

Standards. This includes providing access to programme sites, relevant personnel, information, and documentation.

IX. ANNEXES

1. **Programme Quality Assurance Report**
2. **Social and Environmental Screening**
3. **Risk Analysis**.